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ABSTRACT

The 35% budget cutback resulting from California's Proposition 13 sharply reduced the ability of Sunnyvale Center, an outreach satellite of De Anza College, to provide non-traditional students with non-instructional services such as counseling, veteran's assistance, financial aid and tutorial services. Storefront schools and the bilingual and learning centers, operated through the Center, suffered cutbacks in staff and space allocations. Instruction was budgeted at a 90% level. Cutbacks in support services were regarded as especially unfortunate in view of the results of a Spring 1978 survey, which emphasized the non-traditional nature of the population being served and their need and desire for increased services. Educational brokering was seen as an alternative method of delivering student services, and the DIAL program was implemented to provide, by means of a telephone hotline, current information about available referral, counseling, assessment, testing and client advocacy resources. The hotline is presently answered by one person or a telephone answering and recording device. Additions to the program of counseling and outreach activities, as well as links with schools, libraries and government agencies are anticipated. (MB)

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THE DEVELOPMENT OF AN ALTERNATIVE TO PROPOSITION 13 LOSSES IN STUDENT SERVICES FOR NON-TRADITIONAL STUDENTS

The DIAL Program for Students at the Sunnyvale Center

by

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INTRODUCTION

In June 1978 the citizens of California voted overwhelmingly to cut taxes. The overall results of Proposition 13 are still not felt. The long run expectations for growth in budgets and financial support have obviously come to an end. What educators in California are left with are paradoxical in both substance and form. The very same populace that has decried public waste and bureaucracy, has in the past, and will in the future, demand an increase in services.

The impact of Proposition 13 and the leveling off of resources available to to public institutions will tax those responsible for leadership. Of primary concern to those responsible for innovation and change in public education are the implications of Proposition 13 on programs serving the non-trational populations.

One of the major thrusts of the 1960s and early 1970s has been towards a more democratic and popular higher education model. The California Community College has served well as an agency dedicated to continuing and community education. It has continued to serve those segments of the adult population disenfranchised by more traditionalized and elitist segments.

The California Community College has made great strides in meeting the needs of the non-traditional student. As an open institution it has provided access to the minority, older adult and disadvantaged student. It has allowed those seeking low cost occupational, transfer, and lifelong learning, an opportunity for growth unparalleled in educational history.

The California Community College has diversified its curriculum and delivery systems to such an extent that the non-traditional student has viewed access and the community college as being synonymous. The system has allowed for the recent foreign immigrant's acquisition of English, the older adult's obtaining of a relatively low cost program for licensure preparation in real estate, and the recently divorced

mother of four children who has re-entered the world of work thanks to a two year certificate obtained through an evening extended campus program. All, in part, owe much to the relative flexibility of the California Community College.

The growth of the off-campus, non-traditional arm of the colleges has come as an answer to expressed needs. The tremendous growth of the colleges in the last twenty years has been a direct result of the influx of part-time, evening, non-traditional learning. Each of these individuals has come seeking something unqiue and individual to his or her life. Each has seen in the California Community College a hope for the future.

THE SATELLITE CENTER AS A COMPONENT OF OUTREACH

The satellite center has many names. It is a basic part of providing community education for the non-traditional student. It is an affirmation that students have a right to receive education where they live, when they need it and often in what form they are willing to learn it. To many colleges, the satellite or extended center is nothing more than a large storefront or classroom for brokering educational programs. To others it becomes a second campus with all the accompanying diversity of students, activities and curriculum of its main campus counterpart.

The satellite center is dedicated to outreach. It takes college programs cut into the community. It provides extended college surface and increased student contact with college instructional programs and support services. It is a commitment to providing education for all. It allows those students tending children, working during the day and those handicapped in one way or another to attend school. The satellite center serves as a community bridge between the alienation of the non-traditional and the main-streaming of the disenfranchized. It is a necessary part of the institutions dedicated to education for the community, if that is what the community dimension of the colleges is meant to be.

Quite often, satellite center staffs are under-skilled and under-staffed to meet the challenges of working with the non-traditional student. Many different levels of skills are required to meet the social and cultural diversity of the off-campus student body. Satellite center staffs tend to be generalists rather than specialists. They tend to be mono or bi-lingual rather than multi-lingual. While brokering a tremendous diversity of educational programs from the main campus, they tend to be rather provincial in their comprehension of the multi-facited delivery system that they represent.

One of the negative effects of Proposition 13 on the body politic of the California Community College has been the over-weighting of cuts in the off-campus programs statewide. This has come about as a result of a number of interesting circumstances: (1) underfunding of community colleges has made it necessary to seek cuts where contracts are weak or ineffectual or in the classified or part-time teacher ranks, (2) underfunding has caused the institutions to cut in those instructional areas that are not using college owned facilities such as off-campus and leased sites, and (3) this underfunding has been most serious in retracting support from those support services of value to the extended campus and non-traditional student.

These economic realities have seriously curtailed the level of involvement that the college has and will have with the non-traditional student. It is with those satellite and non-traditional students and the support services provided for them that this paper will deal.

THE DILEMMA OF STUDENT SERVICES AT THE SUNNYVALE CENTER/DE ANZA COLLEGE

Responding to the educational and vocational needs expressed by the north Sunnyvale community, De Anza College established a permanent satellite facility,

the Sunnyvale center, at 725 North Fairoaks Avenue, in 1975. Historically, the north Sunnyvale community had existed in a pattern of alienation from the main Cupertino campus both physically and culturally. Surveys indicated that much of the area was economically distressed and that a significant portion of the population was Hispanic and Asian.

Sunnyvale Center, housed in the former Fairoaks Elementary School, has grown and flourished in the three years since its inception. In addition to housing the Bilingual Center[1], Sunnyvale Center serves as the flagship in northern Sunnyvale for De Anza College's extended campus operation. It serves as the focus institution within the community - reflecting the community's needs and responding to the community's expressed desires[2].

In the spring of 1978, a survey questionnaire was designed and administered to the entire De Anza extended campus operation[3]. The purpose of this questionnaire was to elicit demographic information on the student population at the Sunnyvale Center. In order to reduce the percentage error to an absolute minimum, the survey responses were marked on an IBM card by the students and administered by the instructor in the classroom setting. Results were tabulated and evaluated in Data Processing[3]. Additional validity was augmented by translating the survey instrument into Spanish and Chinese to facilitate responses from the Hispanic and Asian students.

In isolating the Sunnyvale Center data from the entire extended campus operation, it was found that a total of 545 responses were evaluated for this survey out of a possible 1200 students. Demographics disclose a clearly emerging picture of the non-traditional student, a student at complete variance with the prototypical community college student.

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[1]The Bilingual Center, a program under the De Anza College Humanities Segment, works exclusively with minority and ethnic students.

[2]The De Anza College Catalog 1978-79 describes the Sunnyvale Center as being the community's contact point with De Anza College, p. 8.

[3]Data Processing, on the main De Anza College Campus, utilizing the computer for a statistical breakdown of the information.

The student population at the Sunnyvale Center has an average age of between 21 and 30, women out-number men students two to one, Hispanic, Asian, Black and Filipino students comprise more than half of surveyed, with an educational background of a high school diploma, and a work pattern divided almost equally between full-time employment and no employment. The automobile provides the main source of transportation almost overwhelmingly, and half of the students live within ten miles of the Center. The profile of the student becomes more clearly dilineated as the statistics reveal the reason for attending De Anza to be occupational and self-enrichment in more than two-thirds of the responses. A growing allegiance to the community based location on the part of the students manifest itself in the percentages of reasons for site selection (i.e., location, time schedule of courses, and instructor), percentages almost equal among the responses.

Discernment on the part of the student in instructor evaluations discloses more than two-thirds of the students surveyed find the quality of instruction outstanding or very satisfactory. This data allows the observer to either assume that instruction is good or that the expectation levels of satellite center students is low.

Specialized student services occupy an important part in the life of the Sunnyvale Center student - counseling, veterans' assistance, financial aid, Bilingual Center, tutorial, and learning center are all used regularly by the Sunnyvale Center student, and the percentages indicated an escalation of use if services were increased.

Students indicated a desire for more not less in the way of student services. Their needs for non-traditional program information, counseling and support services ranked high on the list of expected functions of the Sunnyvale Center.

Since this spring 1978 survey many interesting things have happened within the state of California and with the De Anza College community that have changed and altered the Sunnyvale Center entre for students in the student service area.

PROGRAMMATIC CHANGES - POST PROP 13

The Sunnyvale Center, as each segment of the De Anza College community, suffered extreme budget cuts. These cuts represented approximately 35 percent of the Center's operational budget for the 1977-78 year. The total loss of nearly $75,000 resulted in administrative and staff decisions as to what programs and services were essential and which could be either shelved temporarily or done away with completely.

Since the College was funded at a 90 percent level it was decided to budget instruction to this 90 percent level. Since instructional monies, that is direct cost of instruction (i.e., teacher's salaries, etc.), does not come out the Sunnyvale Center Budget the remaining $140,000 in the 1978-79 Sunnyvale Center Budget would pay for those kinds of support services required by the Sunnyvale Center students.

As budgets for individual departments were analyzed it became increasingly more evident that people, as well as things, would have to be included in the proposed cuts. It was also evident that space formerly provided support services at the Center was going to be used for direct instructional purposes. The universe of the extended campus program would shrink as the College pulled back from rentals and leases that it could no longer afford.

The decision was made to close a number of school storefronts and consolidate those found in north Sunnyvale into the Sunnyvale Center. The loss of budgeted resources and the need for additional space at the Center had the following impact on Student Services: (1) the Student Service Department was moved from its own wing of offices in the central part of the campus to the administrative office and consolidated into a small two office complex, (2) the staff of one full-time and five part-time workers covering counseling, veterans', careers, placement, testing, and re-entry was reduced to one full-time position and a representative from multicultural.

The main campus, as a part of its necessary austerity, retracted the weekly staffing of counselors and went to a will-call system. Other services such as Veterans' and Fancial Aids have not found room at the Center and as a result have provided only minimal support.

As a result of these cuts, the non-traditional student has been left with very little in the way of student services.

AN ALTERNATIVE SYSTEM

The need for an alternative system of delivering student services was anticipated very early on by the staff of the Sunnyvale Center. The alternatives to students not receiving basic services were not attractive in light of the budget cuts. But some help was provided in reviewing the literature. It was decided initially to investigate the types of brokering services being offered nationally for students in both the private and public sector. It was further decided that the limited Sunnyvale Center staff could probably hope to serve most successfully as a broker of services rather than a provider.

It was under these general ground rules of limited resources and staff, and the additional guideline of brokering that the DIAL program for Sunnyvale Center was developed.

EDUCATIONAL BROKERING AS A MODEL

The concept of educational brokering is not new to higher education. The emphasis on brokering by national, state, local, public and private agencies today, however, is without paralel.

> The notion of brokering is an old one, particularly in cultures with arranged marriages or barter economies. Educational brokering is a new version of that notion. It means serving adult clients' interests as a broker for various educational opportunities. It represents a new configuration of educational services, and a new

focus on the individual as a prospective learner with unique needs.[4] Historically, american education has concerned itself with the younger citizen. The greatest allocations of funds have come in the areas serving students from 0 to 22 years of age. The various states have generally felt responsible to provide an opportunity for future growth and mobility. Once that initial opportunity has been provided very little has been done for those who later wish to re-enter or those who have had little success as students.

Educational brokering is a very timely concept. As the numbers of non-traditional students increases, while the number of younger 18 to 22 year olds in higher education levels off, the need for post-secondary support services and counseling also grows.

> There appears to be a consensus currently reflected in both popular and professional literature that the most critical need non-traditional students have in common is for sound information, counseling, and advising. (Non-traditional is used here in its generally accepted meaning of other than full-time, residential students. Such students are typically more "mature" adults having responsibilities which give education a secondary priority in their lives.)[5]

Many of these adults are moving into strange and unfamiliar territories. A great many have written themselves off as participants in higher education, while others, confused by the array of programs offered, need help in selecting training and career opportunities.

The educational brokerage, as an agency, serves in an intermediary capacity. It provides the client with important information regarding the vast and complex world of educational resources. It serves the non-traditional adult through information-giving, referral, counseling, assessment, testing, and client advocacy. The educational broker, whether public or private, has the over-riding goal of assisting clients.

To promote brokering on the national level, and to assist new agencies to get starte a National Center for Educational Brokering was established in Syracuse, New York on

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[4]James Heffernan, et. al. (ed), Educational Brokering - A New Service for Adult Learners (New York: National Center for Educational Brokering, 1976), p. 2.

[5]"Report to the North Carolina Adult Education Association from the Task Force on Educational Brokering Services, p. 2.

January 1, 1976. The Center is funded by the Fund for Improvement of Post-Secondary Education (FIPSE), provides consulting on starting new agencies, and serves as an informational clearinghouse among existing brokers and those interested in becoming involved. The Bulletin, a monthly publication of the National Center for Educational Brokering, is designed to promote educational brokering through dissemination of information concerning both public and private brokering efforts nationwide.

The National Center for Educational Brokering also makes available publication lists of professional literature available to those interested in brokering. The lists provide informative material at a minimum of cost that provide insight into the whole movement of learning consultants, federal and state role in brokering, the learning society, support services for non-traditional students, career transition counseling and advising and external degree programs.

The broker, as an individual, has the responsibility of encouraging the client to consider the multiplicity of options available. True educational brokering best occurs when the broker helps the client move towards selection of appropriate learning experiences. One of the major criticisms leveled at schools that become involved in brokering is that they become self-serving.

> The independent brokering agencies, and programs based in libraries, women's centers and communities service agencies clearly meet the institutional neutrality criterion. But what of the number of information information and counseling services for adults which are springing up on community college, liberal arts college and university campuses? Can they offer truly impartial services to clients without being influenced by enrollment concerns?[6]

There are, on the other hand, programs sponsored by single institutions that are clearly client oriented.

THE MECHANICS OF DIAL AT THE SUNNYVALE CENTER

The DIAL program at the Sunnyvale Center will deal ultimately with the economic and political realities of post-Jarvis Gann in both its intended purposes and outcomes. It is hoped, however, that the eventual goal moving the student toward self-

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[6]"Colorado Mountain College's OACIS," Bulletin, Vol. 3, 5, (May/June 1978), p. 1.

actualization will be obtained.

A telephone line has been established, publicized and installed. Unfortunately those numbers involving the acronyms DIAL or INFO were in use and an alternate number was assigned.

Initially, with the resultant staff shortages from Proposition 13 cuts, one staff member will answer the special number; it will ring in an office, and in the absence of this staff member, a telephone answering and recording device will inform the caller of the hours of operation and invite the caller to record the request for information.

Lead time has provided a minimum period of time for publicizing the hot-line aspects of DIAL; not only have the public been informed through appropriate media channels but those agencies directly affected by the requests for topical and referral information have been notified and involved.

It became apparent in establishing DIAL that all source materials, referral sources, and resources had to be advised as to the intent and limited scope of the Center operation. To duplicate services and promise more than could be produced would ultimately end in the failure of the project. Information delivery must be timely, accurate and unbiased. Participatory agencies and services must be educated to the eventual necessity of updating and amending information relative to their programs and offerings.

Lest the program fall into the trap of just another I and R format, caution has been taken to provide for later development of counseling and outreach actvities. Telephone and mailed follow-ups as wll as referrals to local sites for counseling should stress the availability of comprehensive, neutral, and client- centered student services. Thus, DIAL will come to reflect a commitment to serve all callers, not just prospective De Anza students.

As the DIAL program grows in credibility, linkages will be established with schools, colleges, community libraries, state and federal agencies or any of the

variety of community-based organizations which can provide educational and career counseling information. It is also hoped that DIAL can operate in voluntary affiliation with the state's plan for an Educational Information Center (EIC) which now falls under the aegis of the Post-Secondary Education Commission, specifically with Dr. Russell Riese, Chief Higher Education Specialist, Federal Programs, in Sacramento.

A plan for evaluating the program is included in the original design, and heavy reliance will be placed on the use of existing counseling services, information services, staff and fiscal resources. It is hoped that the analysis of caller requests will reveal much needed data on the suitability of program offerings, and in general, serve as a needs assessment survey for a targeted population element.

SOME FINAL THOUGHTS ON THE DIAL PROGRAM

While DIAL, and the concept of limited student service brokering, has been forced upon the staff of the Sunnyvale Center as a result of Proposition 13, much remains to be seen as to its success and eventual viability. It is certain that the level of involvement and surface extended by the Center to the community cannot remain at the pre-Proposition 13 level. What is not yet known yet is whether the DIAL system can adequately organize, process and meet the varied needs of the non-traditional student.

It is also not known whether the non-traditional student will respond in large numbers to a telephone referral system. Much of the success of the program will depend upon the collaboration of neighboring school and community agencies.

One fact that is clear, however, is that this type of brokering system may allow satellite centers, such as the Sunnyvale Center to continue providing community based student services even with the increase in budgetal limitations.

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